



Is the U.S. Army adequately preparing Army Civilians to assume leadership roles  
within the Civilian Corps compared to uniformed service?

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The views and opinions expressed or implied in this research are those of the author; no agency or department of the United States Government has officially sanctioned any of these views and opinions.

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### **Abstract**

Formal and informal leaders exist at all levels within U.S. Army. These leaders provide structure, direction and motivation. “The Army defines leadership as the process of influencing people by providing purpose, direction, and motivation to accomplish the mission and improve the organization” (Headquarters, Department of the Army, 2017 (01), p. 1).

The U.S. Army consists of uniform service members and the Civilian Corps. Leaders exist in both of these Army structures and the Army has established doctrine, policy and educational courses for the development of Army leaders. The purpose of this research is to determine if the U.S. Army is adequately preparing Army Civilians to assume leadership roles and whether or not former members of the uniform service are better prepared to assume leadership roles within the Civilian Corps. The focus of the research is on comparing the differences between educational courses and training required for the uniform service and the Civilian Corps.

Army doctrine and policy identify the progression and purpose of leader training and education for the uniform service and the Civilian Corps. Leadership training and education for the uniform service is a requirement for advancement and occurs before taking an assignment at the next level. This required progressive leadership education to advance in rank ensures the uniform service is preparing its members for leadership positions at all levels.

Leadership training and education for the Civilian Corps is not a requirement until after an appointment to a position or assignment of responsibilities occurs. This process of educating and training after selection and advancement can lead to Army Civilians not being prepared for leadership positions.

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## **Introduction**

### **Background**

The Army must recruit, develop, promote and retain component leaders within the profession to provide structure, direction and motivation. Formal and informal leaders exist at all levels. The opportunity to influence and lead occurs when assigned formal responsibility, assigned or selected into a formal role or by being an informal leader within a team. Formal leaders are granted their power and exercise their authority based on their position or title. Informal leadership stems from special knowledge, unique experiences, or technical expertise and is not associated with rank or formal position of authority. All Army members can find themselves in a position or situation to lead and influence others (Headquarters, Department of the Army, 2019 (01)).

All members of the uniform service whether enlisted, Noncommissioned Officers, Warrant Officers or Commissioned Officers are trained to be leaders within the profession. Enlisted Soldiers must take part in ongoing training after completion of Advanced Individual Training (AIT) if interested in promotion. This includes leadership development courses starting with the Basic Leaders Course (BLC) (U.S. Army, 2018 (05)). Commissioned Officers are the managers and the planners of the Army (U.S. Army, 2018 (01)). Basic Officer Leaders Course (BOLC) is the entry level officer training course designed to develop competent and confident platoon leaders who are grounded in leadership as well as technical and tactical skills. As enlisted Soldiers, warrant officers and commissioned officers are selected for promotion to the next rank, additional progressive leadership training and education is required prior to serving at the next level (Headquarters, Department of the Army, 2019 (02)).

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Like their uniform counterparts, Army Civilians are developed to be leaders of competence, character, and commitment and serve at all levels (U.S. Army, 2013 (1)). The education and development of the Army Civilian Corps for leadership and management positions is accomplished through the Civilian Education System (CES). The CES is a progressive and sequential leader development program designed to provide educational opportunities for the Army Civilian throughout their career (U.S. Army Combined Arms Center, 2019 (01)). Like the uniform cadre, there are CES educational courses required for specific grade levels and formal roles; however, CES education is only required after an appointment to a position or assignment of leadership responsibilities occurs.

### **Research Questions**

Is the U.S. Army adequately preparing Army Civilians to assume leadership roles within the Civilian Corps? Are former members of the uniform service better prepared to assume leadership positions within the Army Civilian Corps?

### **Purpose of the Project**

The purpose of this research is to determine whether or not the U.S. Army educational system (requirements, opportunities and methods) is preparing Army Civilians for leadership positions. The focus of the research is on comparing the differences between educational courses and training required for the uniform service and the Civilian Corps. How and when the Army carries out leadership training and education for the uniform service and the Army Civilian Corps is compared and contrasted to identify any differences that exist. These differences are analyzed to determine their impact on preparing Army Civilians for leadership positions.

## **Literature Review**

The literature is presented in three parts. The first part is focused on how the U.S. Army is organized. The second part seeks to determine how the U.S. Army defines leadership and what methods are employed to accomplish leadership training. The third section is dedicated to identifying the methods and training venues that are in place to facilitate Army leadership training identified in section two of the review.

Review on how the U.S. Army is organized is intended to provide a basic understanding of how the Army is structured. The review is not intended to provide an in-depth hierarchical overview of the command structure or the divisions, brigades, and battalions of each Corps. The review will seek to gather information on how the Army is structured to support the operational and institutional missions without providing a detailed description of how these missions are accomplished. However, the literature review will reveal the principal differences between the two missions. The review will provide the context for how Army Civilians fit into the organizational structure.

### **The U.S. Army's Command Structure | [army.mil](https://army.mil) (U.S. Army, n.d.)**

The Army is one of three military departments and is composed of an active duty component and reserve components. The reserve components are the United States Army Reserves and the Army National Guard. The institutional Army supports the operational Army which consists of numbered armies, corps, divisions, brigades and battalions. The institutional Army provides the logistics needed to support deployed forces, as well as providing the infrastructure necessary to raise, train, equip, deploy and ensure the readiness of the Army

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forces. “Without the institutional Army, the operational Army cannot function. Without the operational Army, the institutional Army has no purpose” (U.S. Army, n.d., para. 3). The Army Command Structure is composed of Army Commands (ACs), Army Service Component Commands (ASCCs), and Direct Reporting Units (DRUs). There are currently four ACs within the command structure: 1) U.S. Army Forces Command (FORSCOM); 2) U.S. Army Training and Doctrine Command (TRADOC); 3) U.S. Army Material Command (AMC); and 4) U.S. Army Futures Command (AFC). FORSCOM and TRADOC share in the mission to train the Army. FORSCOM trains and prepares a combat ready force (U.S. Army, n.d.). TRADOC recruits, trains and educates the Army Soldiers, supports training in the units, and develops leaders.

### **Defense Primer: Department of the Army and Army Command Structure**

The U.S. law that establishes the mission and roles of the U.S. Army is Title 10, U.S. Code, Subtitle B, Armed Forces: Army. The U.S. Army is composed of the regular Active Component (AC), the reserved components of the United States Army Reserve (USAR), the Army National Guard (ARNG) and the Department of the Army Civilians (DAC). The Army’s mission is both operational and institutional, with the operational Army responsible for conducting and directly supporting the military operations. The operational Army is known as the Operational Forces and consist of numbered armies, corps, divisions, brigades and battalions.

The institutional Army supports the operational Army by providing training, education and logistical support needed “to raise, train equip, deploy and ensure the readiness of all Army forces” (Feickert & Torreon, 2020, p. 1). The Army organizations that have a primary mission to generate and sustain the operational forces are known as the Generating Force.

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The Army command structure consist of three types of commands: ACs, ASCCs, and DRUs. The ACs and the ASCCs are operational units and DRUs can have operational or institutional functions. The ACs consist of FORSCOM, AFC, AMC and TRADOC.

ASCCs align with combatant commands supporting the geographical combatant commands and the functional combatant commands. The geographical combatant commands consist of U.S. Army Africa, U.S. Army Central, U.S. Army Europe, U.S. Army North, U.S. Army Pacific, and U.S. Army South. The functional combatant commands consist of U.S. Army Cyber Command, U.S. Army Space and Missile Defense Command/U.S. Army Strategic Command, U.S. Army Special Operations Command, and U.S. Army Surface Deployment and Distribution Command.

The DRUs provide broad, general support in a single and unique discipline and include U.S. Army Acquisition Support Center; Arlington National Cemetery; U.S. Army Corps of Engineers; U.S. Army Criminal Investigation Command; U.S. Army Human Resources Command; U.S. Army Installation Management Command; U.S. Army Intelligence and Security Command; U.S. Army Marketing and Engagement Brigade; U.S. Army Medical Command; U.S. Military Academy; U.S. Army Military District of Washington; U.S. Army Reserve Command; U.S. Army Test and Evaluation Command; and U.S. Army War College. DRUs consist of one or more units and institutional and operational functions.

**Active vs. Reserve vs. National Guard: How You can Serve | [goarmy.com](https://goarmy.com)**

A person can join the Army as a full-time active duty member or as a part-time member in the Army Reserve or Army National Guard. Regardless of how one joins, one will choose to enter as either an enlisted Soldier or an Officer.

The enlisted Soldiers carry out orders and complete missions. The responsibility of an enlisted Soldier depends on their selected career path (U.S. Army, 2018 (02)).

There are two types of Army officers: Commissioned and Warrant Officers. The Army officers are the managers and the planners of the Army. The Commissioned officers are responsible for the planning of missions and the operations and commanding of the units. An officer's job is focused on staff duties and commanding large numbers of enlisted Soldiers. In order to become a Commissioned officer, you must have a college degree and leadership skills. (U.S. Army, 2018 (03)).

Warrant officers are not focused on commanding and organizing enlisted Soldiers. Instead, Warrant Officers are focused on technical career paths which include teaching other Soldiers the skills of a technical specialty (U.S. Army, 2018 (03)). In order to become a Warrant officer, one must have a high school diploma and be selected for the Warrant Officer Candidate School (WOCS). Warrant officers make up less than three percent of the total Army strength and provide the technical foundation of the Army (U.S. Army, 2018 (04)).

**Army Civilian Careers | [goarmy.com](https://goarmy.com)**

There are more than 330,000 Army Civilians supporting and working alongside the uniform service filling critical roles that allow Soldiers to focus on their missions. Army Civilians support the uniform service in critical, mission essential, non-combat roles. There are many career opportunities available to the Army Civilian, supporting a broad mission area. A wide range of skill sets are required to support the U.S. Army, across broad mission areas. Army Civilians serve in support areas that include engineering, finance, medicine and more.

**What the Army Needs to Know to Align Its Operational and Institutional Activities  
(Camm, Cook, Masi, & Wong, 2007)**

The institutional Army is the generating force and is responsible for filling and sustaining the Army's combat units. Based on the activity an element performs, there are at least three ways to determine if that element is part of the operational or institutional Army. The options are based on 1) Roles and responsibilities identified in Title 10; 2) Type of manpower document used; and 3) Treatment in the Total Army Analysis.

In the 2004 Army Campaign Plan, Headquarters, Department of the Army (HQDA) treated the twelve activities identified in U.S. Code Title 10 Section 3010(b) as institutional by definition. The twelve activities identified in Title 10 are listed below.

1. Recruiting.
2. Organizing.
3. Supplying.
4. Equipping (including research and development).

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5. Training.
6. Servicing.
7. Mobilizing.
8. Demobilizing.
9. Administering (including the morale and welfare of personnel).
10. Maintaining.
11. The construction, outfitting, and repair of military equipment.
12. The construction, maintenance, and repair of buildings, structures, and utilities and the acquisition of real property and interests in real property necessary to carry out the responsibilities specified in this section.

A simple way to determine if an activity is operational or institutional is to determine what manpower document is used by the organization. The Modified Table of Organization and Equipment (MTOE) is used for the Operating Army and the Table of Distribution and Allowances (TDA) is used for the Institutional Army. A MTOE manpower document defines the mission and structure of organizations staffed solely by military personnel. A TDA manpower document is used to define an organization that is staffed by military and government civilian personnel. TDA organizations usually stay in one place and are tailored to the needs of the particular fixed location. These characteristics suggest that the collection of all MTOE organizations could comprise the Operational Army and the collection of all TDA organizations could comprise the Institutional Army. A slight variation to this approach would say the Operational forces are comprised of combat or operating activities and the institutional Army is comprised of support or generating forces. By inference that MTOE manpower organizations



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are staffed solely by military personal, All Army Civilians are part of the Institutional Army and hence part of the generating force.

The Total Army Analysis (TAA) divides the Army into Operational and Institutional forces from a functional approach rather than an organizational approach. The functions that represent the generating force – and by inference the Institutional Army used in the TAA-11 (2003) cycle of the TAA are listed below.

1. Training
2. Medical
3. Army management headquarters
4. Installations
5. Sustainment
6. Acquisition and fielding of systems
7. Personnel management
8. Security
9. Readiness and mobilization
10. Information management
11. Intelligence

Because the three approaches use different factors to divide the Army into the Operational Forces and the Institutional Forces, there are inevitably slight difference in the resulting slices. The Title 10 approach focuses on roles and responsibilities, the document approach focuses on

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how the manpower community approaches a particular activity, and the TAA approach splits the Army by functional skill.

### **Defense Primer: DOD Appropriated Fund Civilians (Francis & Diaz, 2019)**

The Department of Defense (DOD) workforce consists of military personnel, civilian employees and contractors. DOD Civilians are appointed to federal civil service and do not serve in the military. Civilians provide direct and indirect support to the warfighters in disciplines such as engineering, supply management, information technology, cybersecurity, intelligence, financial management, and law. Civilians support the procurement, building, testing and maintenance of weapon systems.

Many Civilian employees remain in the same position and at the same duty station for their entire career. By contrast, military personnel rotate to different duty locations every few years throughout their careers and possibly to different positions within their respective career fields. This distinguishing characteristic between Civilians and military, leads to Civilian employees providing the continuity within the DOD by building and retaining institutional knowledge of programs and operations within the DOD.

Civilian employees in some DOD career fields are required by statute to meet DOD-specific credentialing and certification standards. The DOD manages its Civilian workforce according to total force management and Civilian personnel management requirements in Title 10 of the U.S. Code. U.S. Code Title 10 Section 129a, General policy for total force management designates the Secretary of Defense with the responsibility to determine the most appropriate and cost mix of military, Civilian and contractor personnel to perform the mission of

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the DOD. With only two exceptions, the statute states that functions performed by Civilian personnel should not be performed by military personnel. The majority of federal employees and many DOD Civilians operate under title 5 of the U.S. Code.

This next section of the literature review is focused on looking at how and where the U.S. Army defines leadership to understand how the U.S. Army prepares Soldiers and Civilians for leadership positions. This section will concentrate on the review of Army Regulations (AR), Army Doctrine Publications (ADP), Field Manuals (FM) and Department of the Army Pamphlets (DA PAM) with an aim at discovering who the U.S. Army considers a leader and what characteristics and behaviors are expected. The review seeks to identify commonalities and differences in how the U.S. Army defines leadership for Active Duty Soldiers and Army Civilians as well as what training and education is required to serve in leadership positions.

### **Army Regulation (AR) 350-1, Army Training and Leader Development**

AR 350-1 prescribes policies, procedures and responsibilities for the development, management, and conducting of Army training and leader development. The regulation introduces the Army institutional training and education system and identifies the Commanding General (CG), Training and Doctrine Command (TRADOC) as the Army's responsible leader for the training and leader development process.

Chapter 3 of AR 350-1 describes the Officer Education System (OES). The goal of the OES is to produce leaders. The OES is a sequence of Professional Military Education (PME) opportunities that progressively educates and prepares Officers and Warrant Officers (WO) for successful performance and increased responsibilities at the next higher level. This is

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accomplished by developing the key knowledge, skills, and attributes required to operate successfully at that next higher level. PME is linked to promotions, future assignments, career management models, and applies to all Army officers. The OES develops Officers and WOs by providing pre-commissioning, branch, functional area, and leader-development training that prepares them to lead platoon, company, battalion, and higher-level organizations. The courses that make up the officer educational progression is identified in section IV and the courses that make up the noncommissioned officer education progression is identified in section V. Table 1 contains a list of the progression of courses within the officer and noncommissioned officer education systems.

<b>Officer Education</b>	<b>Noncommissioned Officer Education</b>
Basic Officer Leadership Course	Basic Leader Course
Captains Career Course Warrant Officer Advanced Course	Advanced Leader Course
Command and General Staff College Warrant Officer Intermediate Level Education	Senior Leader Course
Senior Service Colleges Warrant Officer Senior Service Education	Master Leader Course
	Sergeants Major Leader Course
	Nominative Leader Course
	Command Sergeant Major Brigade and Battalion Pre- Command Course Command Sergeant Major Development Program

*Table 1: Education Progression*

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Chapter 4 of AR 350-1 describes the Civilian Education system (CES). The U.S. Army is reliant on a trained and developed Army Civilian Corps to support the operational forces. “Like their uniformed counterparts, Civilian employees must be functionally proficient, and technically competent skilled leaders who are fully capable, adaptable, and totally committed to supporting the Army’s mission” (Headquarters, Department of the Army, 2017 (02), p. 96).

The CES is the Army’s Leader Development program designed to prepare Army Civilians capable of leading during times of change and uncertainty. The CES leadership courses are progressive and designed to be taken sequentially over a period of time as Army Civilians progress through their careers. Selection and attendance of CES courses is based on grade and equivalent pay band levels (Headquarters, Department of the Army, 2017 (02)).

<b>CES Course</b>	<b>Targeted Grade</b>
Foundation	GS 1–15 and equivalent pay band/New Hires
Basic	GS 1–9 and equivalent pay band
Intermediate	GS 10–12 and equivalent pay band
Advanced	GS 13–15 and equivalent pay band
Continuing Education for Senior Leaders	GS 14–15 and equivalent pay band

*Table 2: CES Course List*

The Foundation Course is required for all full-time permanent Army Civilians hired after September 30, 2006 unless granted an exception by their commander or supervisor. This course is designed to orient Army Civilians to leader development concepts with the objectives of understanding Army leadership doctrine; increasing self-awareness and understanding team

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building, group dynamics, and effective communication. Army interns must complete this course before completion of their intern program. For Army Civilians serving in supervisory positions, the Basic course is required for all GS 5-9 grades, the Intermediate course is required for all GS 10-12 grades and the advanced course is required for all GS 13-15 grades. These courses are encouraged for all non-supervisor employees aspiring to seek supervisory or leadership positions. The Intermediate course focuses on mission planning, team building, establishing command climate, and stewardship of resources. The Advanced Course focuses on leading a complex organization inspiring, vision and creativity, implementing change and managing programs.

The Continuing Education for Senior Leaders (CESL) course is designed to bring senior level Army Civilian leaders together to discuss current and relevant issues facing the Army. The intent of this course is to provide a continuing education venue for leaders to refresh and receive updates on current Army initiatives.

Structured Self-Development training is part of the enlisted and officer training requirements for advancement. The regulation does not list self-development as a required training venue of the Civilian workforce (Headquarters, Department of the Army, 2017 (02)).

### **Army Regulation (AR) 600-100, Army Profession and Leadership Policy**

AR 600-100 is the policy that establishes all aspects of the Army profession and leadership doctrine. The policy applies to the regular Active Army Component, the reserve components and the Department of Army Civilians (DAC). The policy is established by defining key terms, responsibilities and appropriate leadership practices and methods for Soldiers

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and Army Civilians. The Commanding General, U.S. Training and Doctrine Command (CG, TRADOC) is identified as the primary Army Profession and leadership action agent. The Deputy Chief of Staff (DCS) G-357 is identified as the Army Leader development policy proponent. The regulation focuses on soldier leaders at all levels and Army Civilians. AR 600-100 provides direction and guidance through TRADOC/U.S. Army Combined Arms Center (CAC) to the Center for the Army Profession and Ethic (CAPE) and the Center for Army Leadership (CAL). The CAPE is responsible for the research, assessment, doctrine, training, and evaluation in all areas pertaining to the Army Profession, the Army Ethic, and character development. The CAL is responsible for research, doctrine development, leadership assessment, training, and evaluation in all areas pertaining to Army leadership.

The Army defines leadership as the process of influencing people by providing purpose, direction, and motivation to accomplish the mission and improve the organization. The Army defines a leader as anyone who by virtue of assumed role or assigned responsibility inspires and influences people to accomplish organizational goals. Army leaders motivate people both inside and outside the chain of command to pursue actions, exercise diverse thinking, and shape decisions for the greater good of the organization. (Headquarters, Department of the Army, 2017 (01), p. 1)

There are two communities of practice within the Army profession, the Soldier and the Army Civilian. Soldiers are members of the Profession of Arms and Civilians are members of the Army Civilian Corps. Regardless of community of practice, rank, or official position of authority, all Army professionals are considered leaders and have a duty to be stewards of the

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Army profession. Soldiers and Army Civilians that meet the Army Profession's certification in character, competence and commitment are considered Army professionals.

Professional and leader development is a life-long process that consist of education, training, experience and self-development. The four primary fields of knowledge an Army leader needs to be competent in are human and leader development, moral-ethical, tactical and technical, and geo-cultural and political expertise. The Army's principles of leadership, leader development, professional development and character development apply equally to the Soldier and the Army Civilian. Professional development is defined as the deliberate and continuous process of education, training, experience and self-development. The professional development process is intended to prepare Soldiers and Army Civilians for increasing levels of responsibility as they move up in rank or grade. As Soldiers and Army Civilians progress through their career, they are evaluated based on character, competency and commitment and certified as Army professional. Those that are considered to have the greatest potential for leadership are selected for promotion, professional military education (PME) or Army Civilian education system (CES) (Headquarters, Department of the Army, 2017 (01)).

In order to be certified as an Army professional, one's character, competency and commitment to perform assigned duties with discipline and to standard must be verified and validated. To be an Army professional, you must be certified to possess the prerequisite skills and knowledge in a functional area. "The Army Profession certifies the character, competence, and commitment of its Soldiers and Army Civilians throughout their service" (Headquarters, Department of the Army, 2017 (01), p. 3). For an Army Civilian to become an Army professional, he or she must meet defined performance standards and complete any specific



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training and education requirement deemed applicable within their career program. He or she must complete the CES requirements associated with their grade and position. Army Civilians in a supervisory position must complete a supervisor development course. Certification is a progressive process through out a Soldier and Army Civilian's career as they move up in rank or grade. The Army branch and career managers develop and prescribe requirements for certification of expertise for Soldiers and the Army career program managers prescribes the requirements for certification of expertise for Army Civilians.

AR 600-100 refers to the Army Leadership Requirements model that is defined in Army Doctrine Publication (ADP) 6-22. This model establishes what an Army leader needs to “be”, “know”, and “do” within the Army profession. Attributes of the model are the internal characteristics that Army leaders are expected to “know” and “be”. Competencies of the model are actions that Army leaders are expected to “do”. Professional development is defined as the deliberate and continues process of education, training, experience and self-development. The Army Leadership Requirements Model identifies the developmental domains of operational, institutional and self-development as critical learning experiences in the development of Army professionals. The domain of Institutional training and education is achieved through the Army's school system. The school system educates the Army professional on how to think and trains them on what to do to perform duty station requirements. “Soldiers and Army Civilians attend institutional training and education courses following appropriate career development models” (Headquarters, Department of the Army, 2017 (01), p. 6) The operational domain in the Army Leadership Requirements Model is represented by operational assignments. The operational assignment is where the Army professional learns through experience and practices the theory and applies the knowledge gained from training and education. The operational

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domain allows the Army professional the opportunity to turn the knowledge gained at the institutional training and education courses into skills and abilities. “The majority of professional development occurs while in operational assignments, learning from role models, and experience as a result of performing assigned duties” (Headquarters, Department of the Army, 2017 (01), p. 6). The self-development domain in the Army Leadership Requirements Model is a continuous process of planned, goal-oriented learning that takes place concurrently with the institutional training and education and operational assignments. Self-development reinforces and expands one’s depth and breadth of knowledge, self-awareness, and situational awareness.

Three types of self-development are identified in AR 600-100: structured self-development, guided self-development, and personal self-development. There are four structured self-development levels identified which are progressive and required throughout one’s career. The structured self-development training is web-based and required for noncommissioned officers prior to moving up in rank through the Noncommissioned Officer Education System (NCOES) (U.S. Army, 2018 (11)). Structured self-development is closely linked and synchronized with classroom and on-the-job learning. Each structured self-development level is a prerequisite for noncommissioned officer leadership training. Table 3: Leadership Course Prerequisites - Structured Self-development, identifies the prerequisite level of structured self-development for four noncommissioned officer leadership training courses.

Leadership Course	Structured Self-Development Prerequisite
Basic Leaders Course	Structured Self-Development 1 (SSD-1)
Senior Leader Course	Structured Self-Development 3 (SSD-3)
Sergeant Major Course	Structured Self-Development 4 (SSD-4)
nominative assignments	Structured Self-Development 5 (SSD-5)

*Table 3: Leadership Course Prerequisites - Structured Self-development*

### **Army Doctrine Publication (ADP) 6-22, Army Leadership and the Profession**

ADP 6-22 applies to all members of the Army profession, military and Civilian. The publication establishes and defines the foundation of Army Leadership and outlines three levels of leadership: direct, organizational and strategic. The proponent for this publication is the U.S. Army Combined Arms Center.

ADP 6-22 establishes a set of standard attributes and competencies that leaders are expected to be and do. Beyond being expected, these attributes and competencies are required for contemporary leaders. All levels of Army leadership have focused education, training and development in these attributes and competencies. Every member of the Army profession serves in leader and subordinate roles regardless of their authority designated by position or rank.

Knowing the “what” and “how” of an operational, functional or technical area along with the “being” (core leadership attributes) and “doing” (core leadership competencies) are essential to leading well. Having, learning and developing the attributes and competencies required to be an Army leader is inadequate without the knowledge of “what” and “how” of soldiering, tactics, staff operations, functional expertise, technical expertise, or any of the other many areas essential to the Army’s mission.

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Based on more than two centuries of experience, the Army believes most people have leadership potential and can learn to be effective leaders. Leader development is an Army priority and begins with education, training and experience. Army leaders are required to understand what the Army does and why. ADP 6-22 defines leadership as an activity of influencing others to achieve the outcome of accomplishing the mission and improving the organization. An Army leader is anyone that inspires or influences others by providing purpose, providing direction, inspires others to become motivated to achieve desired outcomes.

The Army Leadership Requirements Model is a common model for the entire Army regardless of rank or grade and whether a Soldier or a Civilian. The model identifies the attributes leaders need to possess to “be” and “know” as well as the competencies they need to develop to “do”. All the

components of the Army Leadership Requirements Model in Figure 1 are interrelated and related to the Department of Defense civilian leader development framework found in Department of Defense Instruction (DODI) 1430.16. The model’s components center on what a leader is and what a leader does. The attributes of the model correspond to what

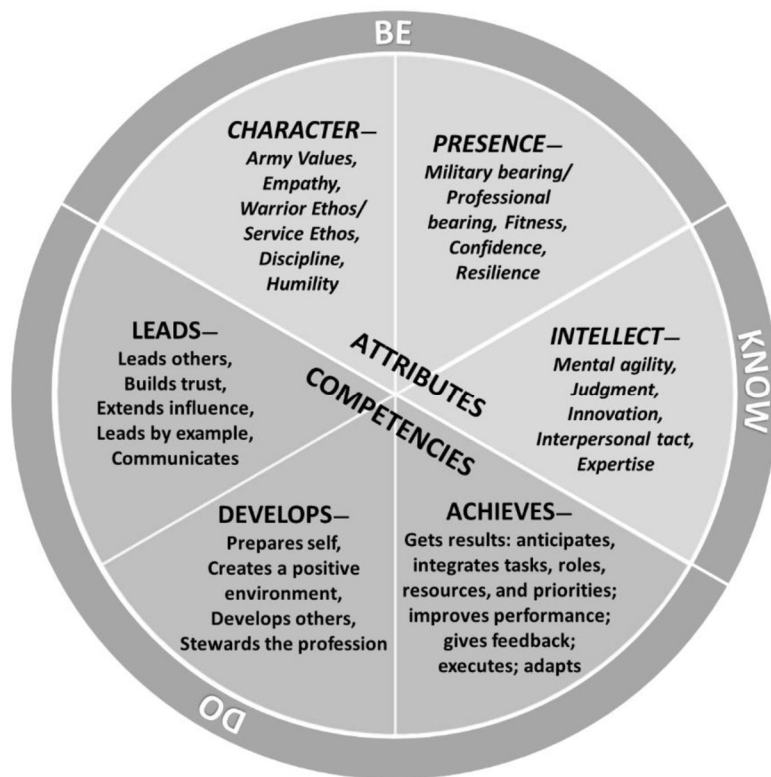


Figure 1: Army Leadership Requirements Model. From Army Doctrine Publication 6-22, Army Leadership and the Profession by headquarters, Department of the Army, 2019, Washington, DC.

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leaders should “BE” and “KNOW” and the competencies of the model corresponds to what leaders should “DO”. The competencies in the model are the skills that a leader can develop through training and education. Beyond just being skills, competencies are actions that leaders are expected to do: lead, develop and achieve. The attributes of the model are personal characteristics that a leader forms over time through experience. The three core attributes of the model are character, presences and intellect which effect how an individual behaves, thinks and learns under different circumstances. The model is grounded in historical experience and aligns expectations with leader development activities and personnel management practices and systems.

All Army members can find themselves in a position or situation to lead and influence others. A leader has the opportunity to influence and lead when assigned the formal responsibility or assumes a formal role or by being an informal leader within a team. Formal leadership is granted based on an assignment of responsibility or selection for a formal position and is associated with rank, grade and experience. Formal leaders are granted their power and exercise their authority based on their position or title. Informal leadership stems from special knowledge, unique experiences, or technical expertise and is not associated with rank or formal position of authority. Informal leadership can be constructive or destructive to an organization. When informal leaders take the initiative and responsibility for action that is aligned with operational goals it can be a force multiplier. Conversely, when informal leadership is not aligned with the chain of command, it can be destructive to an organization. Whether a formal or informal leader, leadership is about the skill and actions taken to influence others to achieve a common goal. By identifying someone that does the right thing the right way, and behaving with good character, a leader helps others become effective leaders.

## **Field Manual (FM) 6-22, Leader Development**

The audience of the Leader Development field manual is all military and Civilian leaders with an application focus at the operational and tactical levels. Leader development grows Soldiers and Civilians into competent and confident leaders and is a progressive and continuous process. Leader development is achieved through a deliberate and sequential process. The process combines institutional, operational and self-development training and education opportunities to gain knowledge and experience as well as develop skills through your Army career.

“The overarching tenets of Army leader development are—

- Strong commitment by the Army, superiors, and individuals to leader development.
- Clear purpose for what, when, and how to develop leadership.
- Supportive relationships and culture of learning.
- Three mutually supportive domains (institutional, operational, and self-development) that enable education, training, and experience.
- Providing, accepting, and acting upon candid assessment and feedback.

(Headquarters, Department of the Army, 2015, p. 1-1)

The Army Leadership Requirements Model aligns the desired outcome of leader development activities and personnel practices to a common set of characteristics valued throughout the Army. What the Army wants leaders to be and know are the desired internal characteristics of a leader and are defined in the attributes of the Army leadership model. What the Army wants leaders to do are the skills and learnable behaviors leaders to expected to acquire

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and demonstrate and are defined in the competencies of the Army leadership model. The combination of all the competencies and attributes of the Army Leadership Requirements Model lead to trust between the leader and the led. Trust lays the foundation for mission command and effective teamwork (Headquarters, Department of the Army, 2015).

For military personnel, the timing of development is important because personnel move through a series of alternating and progressive education, training and operational experiences designed to be timed with programmed advancement opportunities. The progressive education, training and operational approach applies to the Army Civilian as well; however, programmed advancement opportunities are not part of most positions within federal service. Army Civilians progress and advance through a selection process governed by regulations and laws pertaining to applying for vacant positions. For Army Civilians, “Ideally, the best of the direct-level leaders are developed into organizational level leaders and ultimately into strategic and enterprise level leaders” (Headquarters, Department of the Army, 2015, p. 1-8).

### **Department of the Army Pamphlet (DA PAM) 600–3:**

#### **Officer Professional Development and Career Management**

This pamphlet serves as a professional development guide for all U.S. Army Officers. The guide is not meant to define a path of developmental assignments and educational requirements that will guarantee career advancement. The pamphlet outlines developmental opportunities and career management programs for each career branch and functional area available to Army officers. The pamphlet states officers should focus on developmental assignments that will enhance their potential for career progression. U.S. Army officers gain knowledge and learn how to lead and train Soldiers through formal educational means. The

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purpose of developmental assignments is to provide officers with an opportunity to gain practical experience leading and training Soldiers by implementing the concepts and principles gained through formal education. All officer positions are considered developmental. Broadening is accomplished across an officer's full career through experiences or education in different organizational cultures and environments (Headquarters, Department of the Army, 2019 (02)).

The Officer Personnel Management System (OPMS) was institutionalized in 1972 and among other things, it describes a framework that balances grades and skills within the officer corps needed to fulfill Army requirements. Between 1981 and 1997 the OPMS has undergone multiple reviews and updates as a result of the passage of the Defense Officer Personnel Management Act, The Goldwater-Nichols Act, PL 102-484, Title XI, Army Guard Combat Reform Initiative legislation and the Reserve Officer Personnel Management Act. During this same time frame as a result of the legislation and changes in law, policy, and procedures, the Chief of the Staff of the Army directed a review of officer leader development. Recommendations that came from the OPMS XXI task force called for the creation of an officer career field-based management system composed of four career fields: operations, operational support, institutional support, and information operations. Under this recommendation that was approved in 1997, officers were designated into a single career field after selection for major.

“The Army Leader Development Strategy defines leader development as the deliberate, continuous, and progressive process, founded in Army Values, that grows Soldiers and Army Civilians into competent, committed, professional leaders of character” (Headquarters, Department of the Army, 2019 (02), p. 5).



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The Officer Education system is the way the Army educates and prepares field grade officers for increased responsibilities as an officer progresses up in rank. Each course implemented in the sequential progressive structure of an Army Officer's professional education is designed to build upon the previous training as well as the experience gained from previous operational assignments.

Beginning with entry level officer training, the objective of the Basic Officer Leaders Course (BOLC) is to develop technically competent and confident platoon leaders who are grounded in leadership as well as technical and tactical skills. BOLC capitalizes on experience-based training, and is the foundation of common core skills, knowledge and attributes desired in all newly commissioned lieutenants regardless of their Branch.

Once officers are selected for promotion to the grade of captain, and before serving as company level command, officers must attend a branch specific Captain Career Course (CCC). The CCC is part of the Captains' Officer Education System which follows the entry level officer training. The CCC is the second major branch school officers attend. The course prepares company grade officers to command at the company, troop or battery level and serve as staff officers at the battalion and brigade levels. "Leading Soldiers is the essence of leadership development at this stage of an officer's career" (Headquarters, Department of the Army, 2019 (02), p. 13). The CCC is branch specific and teaches the technical and tactical skills corresponding to a specific branch. However, some captains may be selected to attend a CCC outside of their primary branch. The cross training that occurs is a benefit to the officer and the both branches.

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Following the CCC is Intermediate level education (ILE). ILE is the formal education program for majors and is designed to prepare new field grade officers for the next 10 years of service. ILE is a tailored resident education program that produces field grade officers with the technical, tactical and leadership competencies required to be successful in more senior levels within their respective branch or functional area. ILE is implemented in two phases. The first phase is the Common Core Course phase which is independent of branch or functional area and consist of operational instruction. The tailor education phase is the qualification course which is tied to the technical requirements of an officer's branch or functional area (Headquarters, Department of the Army, 2019 (02)).

Senior Service College (SSC) provides senior level leadership development training and is designed to prepare military, Civilian and international leaders for strategic leadership responsibilities in military and national security organizations. SSC educates students about the U.S. Army's role as part of a unified, joint, or multinational force and is the final major military educational program available to prepare officers for the positions of greatest responsibility in the DOD. To be eligible for SSC attendance, an officer must first complete ILE or joint professional military education (JPME) I. Resident SSC consist of the U.S. Army War College and other sister Service war colleges, the Advanced Strategic Leadership Studies Program within the School of Advanced Military Studies at Fort Leavenworth, the Eisenhower School for National Security, the National War College, the College of International Security Affairs, the Joint Advanced Warfighting School, Inter-American Defense College, resident fellowships at governmental agencies and academic institutions, and approved foreign SSCs (Headquarters, Department of the Army, 2019 (02)).

## Department of the Army Pamphlet (DA PAM) 350–58:

### Army Leader Development Program

DA PAM 350-58 Applies to the Army Active Component, the Army National Guard and the U.S. Army Reserve and outlines the process of the Army Leaders Development Program (ALDP). It describes the methodology and processes used to manage the ALDP. ALDP is the Army's program for managing Headquarters, Department of the Army leader development initiatives and serves as a guide for those responsible for the development of any member of the U.S. Army. Figure 2: Army's Leader Development Model (p. 2) is a pictorial depiction of how the developmental domains of operational, institutional and self-development are used to provide training, education and experience that are the pillars of Army leader development.

The pamphlet identifies the multiple stakeholder responsible for shaping Army leader development along with the

corresponding authority that establishes that responsibility. The Senior Responsible Official (SRO) for Army leader development is the Commanding General, U.S. Army Training and Doctrine Command (CG, TRADOC). As the SRO, the CG, TRADOC leads, manages and

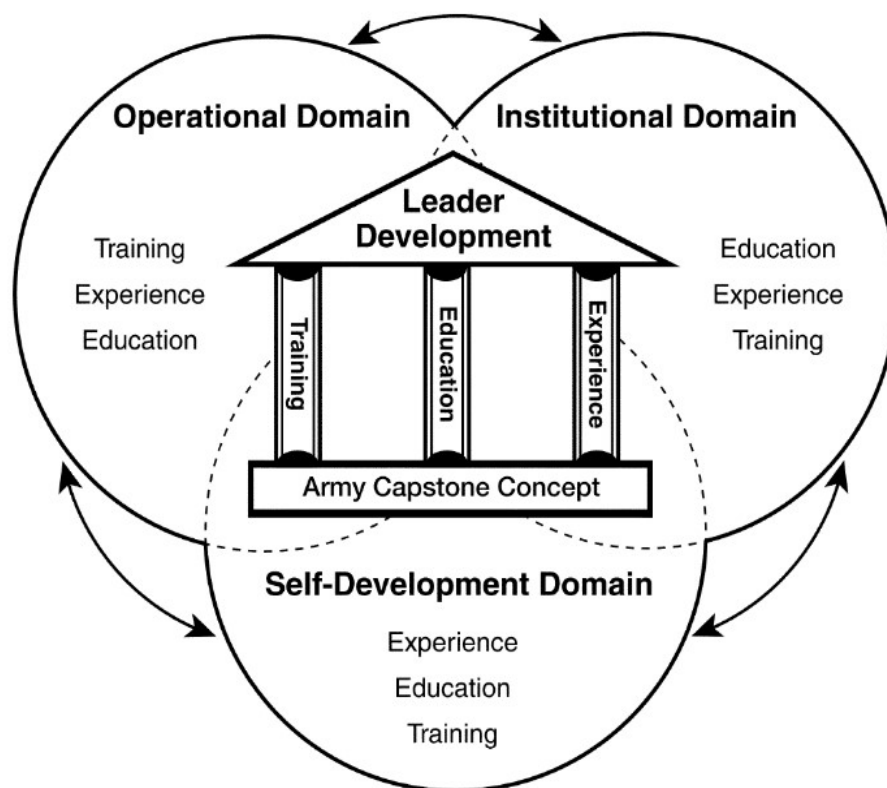


Figure 2: Army's Leader Development Model. From Department of the Army Pamphlet 350-58, Army Leader Development Program by Headquarters, Department of the Army, 2013, Washington, DC.

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shapes leader development for the Army and provides the Chief of Staff, Army (CSA) with recommendations for decisions on leader development policies, programs, and priorities. “CG, TRADOC and the Army Leader Development Forum (ALDF) are the focal point of the Army Leader Development Process, integration, and execution. The ALDF is where leader development initiatives are introduced, developed, tracked, and approved to compete for funding, implementation, and integration across the Army” (Headquarters, Department of the Army, 2013, p. 3) Figure 3: Army Leader Development Execution Model (p. 4), is a simple depiction of the boundaries and interfaces between key stakeholder organizations. Although this pamphlet does not state it is applicable for the Army Civilian workforce, the model includes a

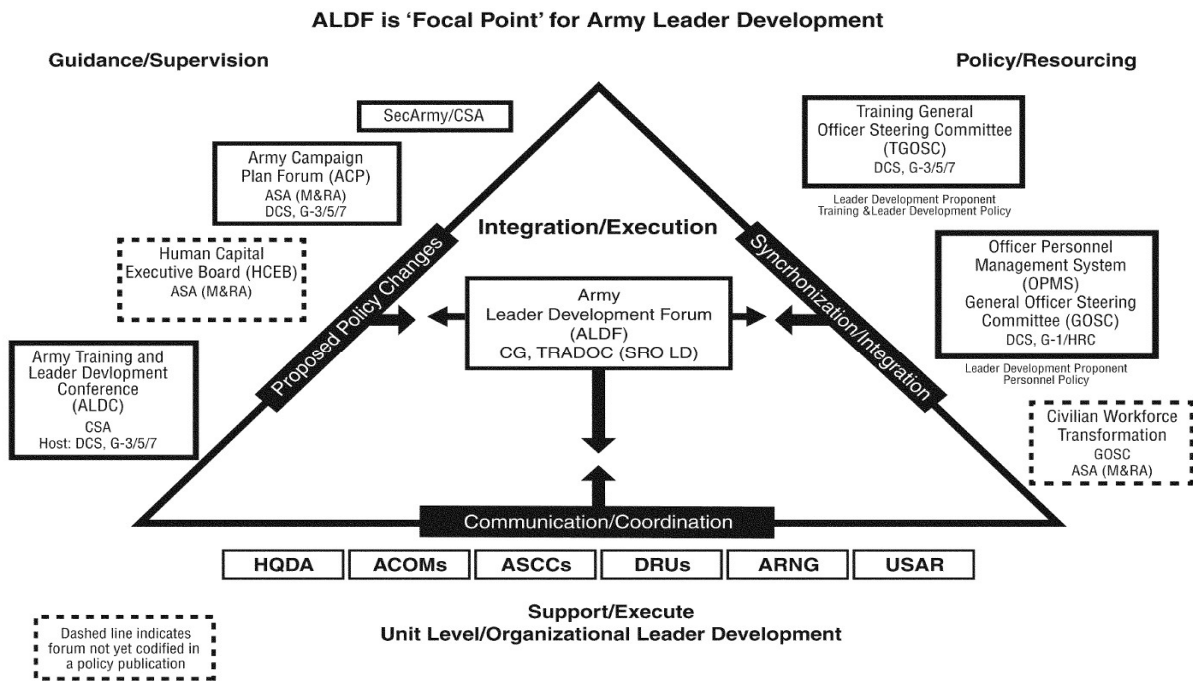


Figure 3: Army Leader Development Execution Model. From Department of the Army Pamphlet 350-58, Army Leader Development Program by Headquarters, Department of the Army, 2013, Washington, DC.

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synchronization/integration relationship that is being established with the Civilian Workforce Transformation General Officer Steering Committee (GOSC) and the ALDF.

### **Army Leader Development Strategy**

The Army Leader Development Strategy (ALDS) is a comprehensive approach to the task of developing Army leaders that will meet the security challenges of tomorrow. The Senior Responsible Official (SRO) for Army leader development (LD) developed the ALDS. The Commanding General, U.S. Army Training and Doctrine Command (CG, TRADOC) serves as the LD SRO. The LD SRO works closely with the Assistant Secretary of the Army (ASA) - Manpower and Reserve Affairs (MR&A), Headquarters Department of the Army (HQDA), The Army Deputy Chief of Staff (DCS) G-3/5/7 (operations and plans), DCS G-1 (personnel) and the CG, Human Resources Command (HRC) on all Army-level leader development efforts. The ALDS only provides the strategic direction for leader development, the Army Commands (ACOMs), the Army Service Component Commands (ASCCs), the Direct Reporting Units (DRUs), the United States Army Reserves (USAR), and the Army National Guard (ARNG) are responsible for the development of implementation plans and supporting guidance that define, plan and execute leader development programs (U.S. Army, 2013 (1)). Like any good Army strategy, the ALDS defines the environment, the vision, the ends, the ways, the means and the lines of efforts.

The ends defined in the ALDS is to develop a process that aligns training, education and experience to produce professional leaders capable of practicing mission command philosophy whether conducting unified land operations or Army generating force functions. These Army

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leaders should be prepared for current position and responsibilities as well as be prepared for progressive responsibility.

The ways to achieve the desired outcome include establishing the conditions and culture that will develop subordinate leaders through teaching, training, and experiences needed to grow as a leader. Senior leaders need to take a broad, institutional view of the Army and allow subordinates to take advantage of opportunities outside their current organization to broaden their experiences and further develop as leaders. Training, education and experience are ways that Soldiers and Army Civilians develop as leaders within the three developmental domains of institutional, operational, and self-development. Today's leaders must adequately develop subordinates through personal example, counseling, and mentorship, to prepare future leaders for tomorrow's mission. "Senior leaders must hold subordinate leaders accountable for leader development and reward those who take this to heart" (U.S. Army, 2013 (1), p. 9).

The means required for leader development include funding, will, time and people. While program evaluation groups (PEG) prioritize funding for leader development within the planning, programming, budgeting and execution (PPBE) process, the essential means for successful leader development are will and time. Senior Army leaders must have the will to emphasis leader development at all level within the profession. Given the funding and will to develop leaders, senior leaders must also provide the time to execute organizational leader development programs.

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The ALDS identifies seven leader development imperatives intended to guide policy and actions that will develop army personnel into leaders with the required qualities and characteristics. These seven imperatives are listed below.

1. Commitment to the Army Profession, lifelong learning, and development.
2. Balance the Army's commitment to the training, education, and experience components of leader development.
3. Manage military and civilian talent to benefit both the institution and the individual.
4. Select and develop leaders with positive leader attributes and proficiency in core leadership competencies for responsibility at higher levels.
5. Prepare adaptive and creative leaders capable of operating within the complexity of the operational environment and the entire range of military operations.
6. Embed Mission Command principles in leader development.
7. Value a broad range of leader experiences and developmental opportunities. (U.S. Army, 2013 (1), p. 10)

The three components of developing leaders (training, education, and experience) are the three lines of effort (LOEs) identified to implement the ALDS. These developmental components have specific efforts that occur within the three developmental domains of operational, institutional and self-development. Figure 4 is a pictorial representation of each LOE with specific supporting efforts identified in each of the three developmental domains (p. 10).

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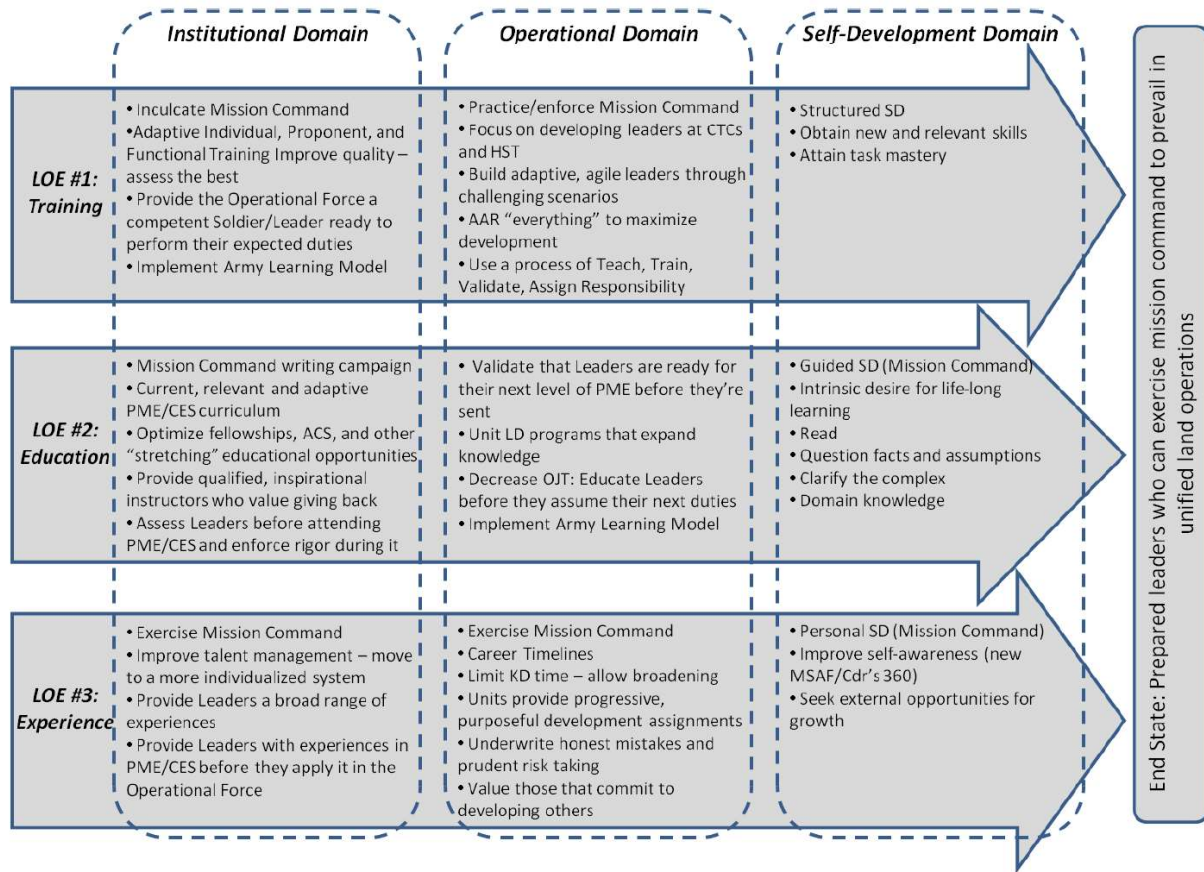


Figure 4: Army Leader Development Strategy Lines of Efforts. From U.S. Army Leader Development Strategy by Department of the Army, 2013, Washington, DC.

Training is the organized and structured process of learning a skill or performing a specific task. Education is the process of conveying knowledge and developing competencies. The primary educational forum within the Army is the Professional Military Education (PME) and the Civilian Education System (CES).

PME and CES are progressive and sequential across a career continuum to ensure that Soldiers and Army Civilians are successful at each stage of their professional service, while continually growing in the competencies and attributes needed for higher levels of service. Experience is the continuous progression of personal and professional events.

(U.S. Army, 2013 (1), pp. 11-12)



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One gains experience within the Army through progressive assignments, developmental opportunities and broadening opportunities (p. 12).

The institutional domain provides the knowledge and develops leadership attributes and competencies. The operational domain is where junior leaders achieve technical competence, mid-grade leaders develop their ability to lead units and organizations, and senior leaders contribute to the development and implementation of national and geo-political strategy. The self-development domain includes planned and goal-oriented learning intended to bridge learning gaps between the operational and institutional domains. The self-development domain reinforces and expands an individual's knowledge base and self-awareness. There are three variants of self-development: structured self-development; guided self-development; and personal self-development. Structured self-development is a required learning activity designed to meet specific learning objectives, guided self-development is an optional but recommended learning activity designed to enhance professional competence and personal self-development is self-initiated learning to meet personal goals (U.S. Army, 2013 (1)).

The ALDS defines the ends and ways for the Officer cohort, the Warrant Officer cohort, the Noncommissioned Officer cohort and the Army Civilian cohort. A progressive career timeline is provided for the Officer, Warrant Officer and Noncommissioned officer cohorts. A Civilian Capabilities Framework is provided for the Civilian cohort.

Army Officers lead in the operational environment at all echelons commanding units, establish policy, and manage resources. Army officers accomplish the Army's missions, lead the operations process, supervise transitions, and manage change. High performers are identified

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and given assignment opportunities that ensure purposeful expansion of their capabilities and understanding as well as provided opportunities to broaden their perspectives. Figure 5 is an illustration of the Officer career timeline for the Army active component. This illustration demonstrates the progressive nature of an officer's career aligning rank, education and training with years in service.

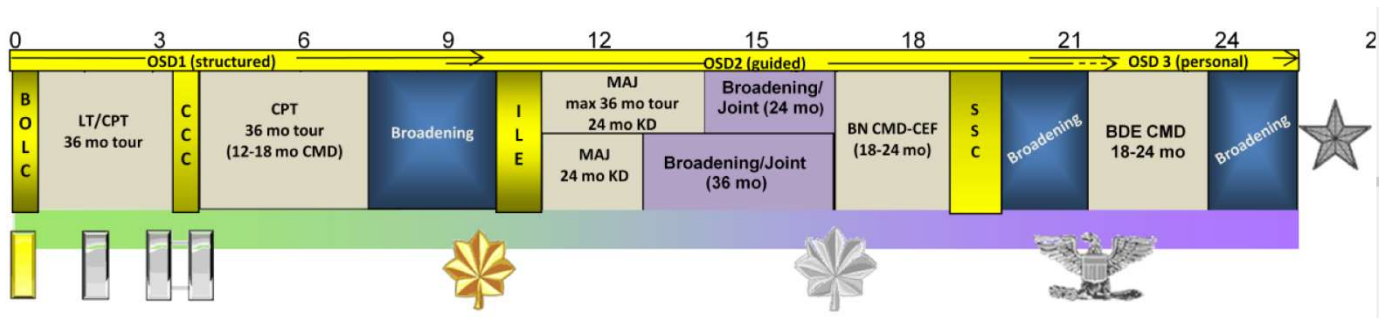


Figure 5: Officer Career Timeline for Active Component. From U.S. Army Leader Development Strategy by Department of the Army, 2013, Washington, DC.

Warrant officers serve at all echelons of the Army as the primary integrators and managers of Army systems. The Warrant Officer Education System which is a sub-set of the Officer Education System develops highly adept and adaptive leaders of competence, character, and commitment. “Warrant Officers are given educational and training opportunities as well as assignments that allow them to understand areas such as the whole of government, the Army budget, systems acquisition, and research and development” (U.S. Army, 2013 (1), p. 14).

Figure 6 is an illustration of the Warrant Officer career timeline for the Army active component.

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This illustration demonstrates the progressive nature of a Warrant Officer's career aligning rank, education and training with years in service.

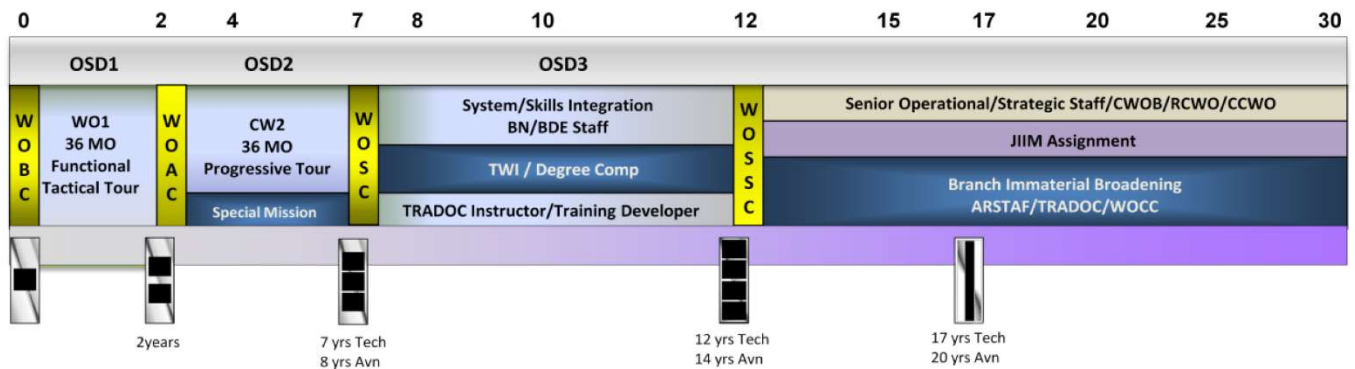


Figure 6: Warrant Officer Career Timeline for Active Component. From U.S. Army Leader Development Strategy by Department of the Army, 2013, Washington, DC.

“Army noncommissioned officers (NCOs) are responsible for setting and maintaining high quality standards and discipline while conducting daily missions and making intent-driven decisions” (U.S. Army, 2013 (1), p. 15). Noncommissioned Officers are developed through the enlisted ranks and the NCO education system to serve at all levels within the Army. “NCOs have roles as small unit leaders, trainers, mentors, communicators, and advisors” (U.S. Army, 2013 (1), p. 15). NCO development is achieved through a progressive sequence that includes education, unit level and individual training and broadening assignments of increasing scope and responsibility. Figure 7 is an illustration of the NCO career timeline for the Army active component. This illustration demonstrates the progressive nature of an NCO's career aligning rank, education and training with years in service.

## Preparing Army Civilians for Leadership Positions

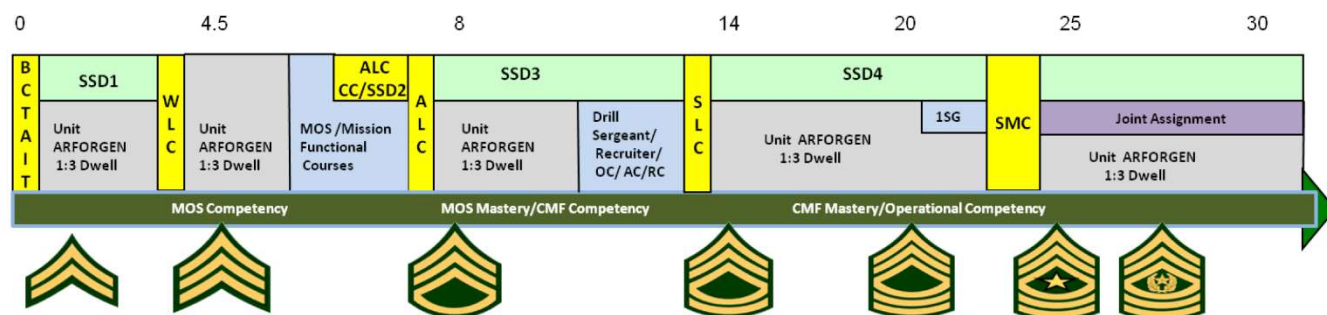


Figure 7: Noncommissioned Officer Career Timeline for Active Component. From U.S. Army Leader Development Strategy by Department of the Army, 2013, Washington, DC.

Army Civilian leaders serve at all levels of the Army and like their uniform counterparts they are leaders of competence, character, and commitment. “Army Civilians provide critical continuity that complements the rotational, uniformed Army” (U.S. Army, 2013 (1), p. 16). Civilian leader development is achieved through a combination of training, education and experience and career program directed training events. Senior Leaders must implement a deliberate approach toward the development of Army Civilian leaders. This approach must provide opportunities for broadening opportunities in order to develop Civilian leaders with the depth, breadth and leadership potential to serve at all levels within the Army. Unlike their Officer and enlisted counterparts, the Army Civilian Corps does not have a defined timeline for progression in grade, training and education associated with years of service (U.S. Army, 2013 (1)). Instead Figure 8 represents the Civilian Capabilities framework.

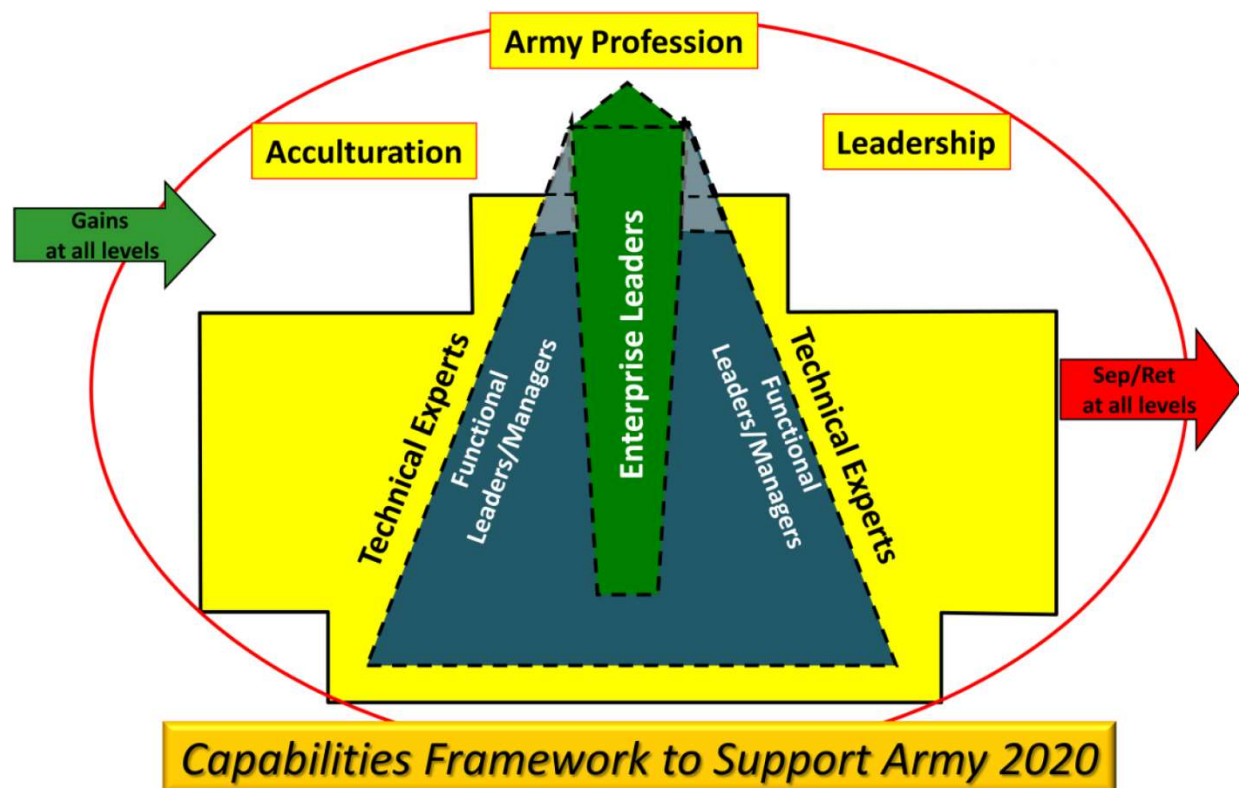


Figure 8: Civilians Capabilities Framework. From U.S. Army Leader Development Strategy by Department of the Army, 2013, Washington, DC.

### Civilian Workforce Transformation | Army.mil

The Civilian Transformation task force consist of the Army G-1 Staff, the G-3/5/7, the Assistant Secretary of the Army – Manpower and Reserve Affairs (ASA (M&RA)) and Office of the Secretary of Defense for Personnel and Readiness staff. The task force is responsible for developing short-term and long-term initiatives consistent with 2010 National Defense Authorization Act (NDAA) requirements. By the end of FY2011 the Army will implement a competency based Civilian Leadership Development program to ensure employees and managers understand what is required for success that include realistic career paths and developmental

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opportunities to achieve success. By the first quarter of FY2012 the Army will implement an education, training and experimental development program for the Army's enterprise level leaders.

The final section of the literature review is focused on how the Army institutionalizes training, education and self-development within the organization. The literature review of Army regulation, doctrine publication and field manuals on how the Army defines leadership introduced terms and organizations like Professional Military Education, Military Education Level 1, structured self-development, Senior Service College, noncommissioned officer education system (NCOES), Center for Army Leadership and Army Career Programs. The review that follows will investigate each of these areas with the objective of discovering the role each of these organizations, terms or concepts play in the implementation of leadership training and education within the Army profession.

### **Basic Combat Training | [goarmy.com](http://goarmy.com)**

Basic Combat Training (BCT) is the first step to becoming a Soldier in the U.S. Army. This training is also known as "boot camp" and is the training venue where a candidate learns the traditions, tactics, and methods of becoming a Soldier. BCT is a 10 week, three-phase training program where candidates learn how to work as a member of a team and are introduced to the Army Values and Soldier Creed. BCT is divided into four distinct phases referred to as the Red Phase, The White Phase, the Blue Phase, and Graduation. During the Red, White and Blue phases of BCT, the candidate will learn to shoot, move, communicate, survive and conduct battle drills. The graduation phase of BCT includes passing a final assessment of the skills learned during the first three phases. Upon completion of BCT, the next training a Soldier undertakes

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Advanced Individual Training (AIT) corresponding to the job, they will be doing in the Army.

The training is specific to teaching the skills required for the Military Occupation Specialty (MOS) you are assigned. There is no direct reference to any leadership training during BCT.

However, part of the training is focused on learning how to be a team member.

### **Advanced Individual Training | [goarmy.com](https://goarmy.com)**

Advanced Individual training is where a Soldier learns skills required to do their job.

This training is specifically for enlisted service members. Seventeen different schools are listed with links to description of the Military Occupation Specialties (MOS) taught at each school.

The description of the task performed, the skills taught and the MOS skills taught at that school was presented. Each MOS taught at the individual schools provided the task performed and the skills required for each job. The only reference to leadership was found under the Infantry School, the Air Defense Artillery School, and the U.S. Army Armor Center. Each school provided a list of civilian jobs that corresponded to the skills taught at the school. The three that referenced leadership did so relative to the related civilian jobs.

### **Ongoing Training | [goarmy.com](https://goarmy.com)**

The ongoing training web page located on the [goarmy.com](https://goarmy.com) website provides links to leadership training and specialized schools available to enlisted service members (Soldiers).

The ongoing training consist of leadership training and other specialized schools. The leadership training and specialized training is presented as required training for Soldiers interested in promotions and making the Army a career.

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[I]f you're a Soldier interested in promotion, you'll want to take part in ongoing training opportunities. There's a wide variety of training to choose from, including tactical, technical, physical and leadership development. (U.S. Army, 2018 (05), para. 1)

The specialized schools provide opportunity to receive specific training beyond and after a Soldier has completed AIT. Specialized schools range from training in foreign language skills to airborne training. A review of the specialized schools offered will be presented later within the literature review. Leadership courses available to enlisted Soldiers include the Basic Leaders Course (BLC), the Advanced Leader Course (ALC), the Senior Leader Course (SLC), the First Sergeant Academy, and the U.S. Army Sergeants Major Academy (USASMA).

The first leadership course that a Noncommissioned Officers attends (NCOs) is the BLC. Army Specialist and Corporals attend this course in preparation for advancement to the rank of Sergeant. BLC is a four-week course that teaches the basic skills required to lead small groups of Soldiers with an emphasis on leadership skills. In order to move up in rank, a Soldier must complete the Basic Leader Course. In addition to Leadership training the BLC also includes topics on Training Management, Map Reading, Land Navigation, Drill and Ceremony and Warfighting (U.S. Army, 2018 (06)).

The ALC prepares Soldiers for the rank of Staff Sergeant. The course is focused on leadership skills required to lead a squad and platoon size units. The technical aspects of the ALC are Branch specific and designed for each MOS (U.S. Army, 2018 (07)).



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The SLC is required for those Soldiers selected for promotion to Sergeant First Class. The SLC is a branch specific course designed to teach leader, technical and tactical skills required to lead platoon and company-size unit (U.S. Army, 2018 (08)).

The First Sergeants Academy prepares Sergeant First Class and Master Sergeants with the skills and knowledge to serve as a First Sergeant of a company, battery or troop. The subject areas included in this training are Unit administration, Communication skills, Discipline and morale, Logistics and maintenance Personnel management, Physical training, Security, Tactical operations, and Training management (U.S. Army, 2018 (09)).

The USASMA is a direct reporting unit to the U.S. Army Training and Doctrine Command (TRADOC) and is accredited as an academic Institution of Excellence. The Sergeant Major course prepares NCOs to lead at the highest levels of the Army (U.S. Army, 2019 (04)).

The Command Sergeants Major Academy is a course that is designed to teach the leadership skills required to lead at the Battalion Command Level. The course includes topics that prepare Sergeants Major to transition to a Command Sergeant Major that serves as the senior enlisted advisor to the Commander (U.S. Army, 2018 (10)).

## **Army Leadership Training and Courses | [goarmy.com](https://goarmy.com)**

Leadership training through the Noncommissioned Officer Education System (NCOES), is a path that enlisted Soldiers can take to move up in rank. Soldiers that choose to take leadership training as part of their self-development, are communicating they wish to have more responsibility and rise in rank (U.S. Army, 2018 (11)).

### **Noncommissioned Officer Professional Development System | [hrc.army.mil](https://hrc.army.mil)**

The Noncommissioned Officer Professional Development System webpage provides a short description of the leadership and training course required to advance in rank as an enlisted Soldier. The webpage reiterates the progressive and sequential process of training, education and experience through the three learning domains of Institutional, Operational and Self-development. The courses required to advance from Sergeant to Sergeant Major are identified along with the prerequisite for each. For each required course within the progression, leadership training is a main tenant of the course (U.S. Army Human Resource Command, 2019).

### **Basic Leader Course | [ncolcoeworldcampus.army.mil](https://ncolcoeworldcampus.army.mil)**

The BLC provides NCOs a foundation for future development within the Professional Military Education (PME) system. BLC concentrates on six NCO common core competencies that build basic leader and trainer skills needed to lead a team. The competencies that are concentrated on are readiness, leadership, training management, communications, operations, and program management. Thirty-seven of the one hundred sixty-nine course hours are dedicated to the teaching and development of leadership skills (U.S. Army, 2018 (06)).

### **Master Leader Course | [ncolcoeworldcampus.army.mil](https://ncolcoeworldcampus.army.mil)**

The Master Leader Course (MLC) is a course for NCOs that is designed to provide training and education in the areas of communication, leadership, management, and operations. The resident course catalog states the course prepares sergeants first class for leadership as master sergeants. The learning objectives within the course includes the development and understanding of organizational leadership as well as a demonstration of organizational management (NCO Leadership Center of Excellence | Master Leader Course, n.d.).

**Specialized Schools | [goarmy.com](http://goarmy.com)**

There are seventeen specialized schools available for Soldiers to attend that teach and develop needed skills. The schools range from language and management training to leadership and survival skills training. The selection of available schools is listed below (U.S. Army, 2018 (12)).

1. Air Assault School
2. Jag Corps
3. Airborne School
4. Jumpmaster School
5. Army Medical Dept. School
6. Pathfinder School
7. Aviation School
8. Ranger School
9. Chaplain School
10. Recruiting and Retention School
11. Defense Information School
12. Sapper Leader Course
13. Defense Language Institute
14. School of Music
15. Drill Sergeant School
16. Special Forces Training
17. Equal Opportunity Advisors (EOA) Course

## **Structured Self Development | Army.mil**

Structured Self Development (SSD) is mandatory training that a Soldier must complete within specific career points prior to attending leadership courses like SLC and Sergeant Major courses. The SSD courses are web-based training that builds on the content of noncommissioned officer education courses. The individual and his first line supervisor are responsible for the execution of SSD. SSD is intended to bridge the operational and institutional education domains that builds knowledge and skills in addition to formal education and practical learning (U.S. Army, 2010 (02)).

## **Army Management Staff College**

The Army Management Staff College (AMSC) is located at Fort Leavenworth, Kansas with the mission to educate and develop the Army Civilian Corps for leadership and management responsibilities. AMSC also serves as the executive agent for the Army Civilian Education System (CES) (U.S. Army Combined Arms Center, 2019 (01)).

The Civilian Education System (CES) is a progressive and sequential leader development program that provides enhanced educational opportunities for Army Civilians throughout their careers. Army Civilians will become multi-skilled, agile leaders of the 21st Century who personify the Warrior Ethos in all aspects, from warfighting support, to statesmanship, to enterprise management. (U.S. Army Combined Arms Center, 2018 (01), para. 1)

CES provides multiple levels of Civilian development through ten courses that are delivered through distributed learning (DL), residency courses or a combination of DL and

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resident instruction referred to as blended learning. Courses are structured to be completed in a progressive sequence with five of the ten courses having prerequisite requirements. The major underpinnings of the CES are student focused knowledge transfer with application to real-world problem in a low risk experimental based environment that emphasizes inquiry-based learning. Although the CES is intended to deliver leader training to the Civilian Corps, the Advanced Course, the Continuing Education for Senior Leaders and the Supervisor Development Course - Executive Level courses have provisions for field grade officers, warrant officers and general officers to complete (U.S. Army Combined Arms Center, 2018 (01)), (U.S. Army Combined Arms Center, 2019 (02)), (U.S. Army Combined Arms Center, 2019 (03)), (U.S. Army Combined Arms Center, 2019 (04)).

The Foundation Course is the first in this sequence and is intended to orient Army Civilians to leader development concepts on how to become an Army Civilian Leader. This is a required course for all Army Civilians employed after 30 September 2006. Army Interns are required to complete this course before completion of the intern program. Figure 9: CES Foundation Course Subjects, list the subjects that are covered in the CES Foundation Course.

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»	The Role of an Army Civilian	»	Written Communication
»	Core Values	»	Customer Service
»	Problem Solving	»	Continual Development
»	Flexibility and Resilience	»	Risk Management

*Figure 9: CES Foundation Course Subjects*

Although there are no prerequisites to enroll in this online self-paced course, prior to receiving credit for completion, one must also complete the Risk Management Civilian Basic Course (U.S. Army Combined Arms Center, 2019 (05)).

The CES Basic Course is designed for the Army Civilian leader who serves in a direct leadership role and is required for all Army Civilians in grades GS 1-9 or equivalent. There are two delivery methods available for completion of this course: distant learning (DL) or resident. The DL course is the primary delivery option which is offered continuously and completed 100% through online instruction. The Resident course is a face-to-face course which is offered 15 times a year and limited to 240 students per year. The resident course is conducted in Fort Leavenworth, KS and all seats are quota-managed. The CES Foundation course is a prerequisite to attending the DL or resident course of CES Basic for all Army Civilians hired after September 30, 2006 (U.S. Army Combined Arms Center, 2019 (06)) (U.S. Army Combined Arms Center, 2019 (07)) (U.S. Army Combined Arms Center, 2019 (08)). The subjects covered in the Basic Course is identical for the DL and resident delivery methods. Figure 10: CES Basic Course Subjects is a listing of the subjects covered. The DL Basic course is completed within 180 days of registration and Resident Basic course is completed in two weeks. Priority for attending the resident course is based on command grade and position. Army Civilian grades GS 5-9 in a supervisory position have priority 1. Army Civilian grades GS 1-9 aspiring to seek a supervisory

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position have priority 2. Other command selected aspiring leaders have priority 3 (U.S. Army Combined Arms Center, 2019 (07)), (U.S. Army Combined Arms Center, 2019 (08)).

» Learning Styles Preferences	» Leadership
» Critical Thinking	» Coaching, Counseling, and Mentoring
» Problem Solving	» Team Building
» Communication	» Managing Conflict
» Army Writing	» Self-Development
» Briefing and Public Speaking	» Ethical Reasoning
» Influential Feedback	» Risk Management

*Figure 10: CES Basic Course Subjects*

The CES Intermediate course is designed to prepare current and aspiring GS 10-12 Army Civilian leaders to serve in organization level leadership roles. The course is designed to prepare Army Civilians to become more innovative, self-aware, and prepared to effectively lead and care for personnel and manage assigned resources. The Intermediate course is delivered through a two phased blended learning approach consisting of a distant learning (DL) phase and a resident phase. The Intermediate DL course is a prerequisite for the three-week Intermediate resident course. Training and development exercises in this course focus on mission planning, team building, establishing a command climate and stewardship of resources. Eligibility to attend this course is based on grade and priority is based on position. All Army Civilians appointed to grades GS 10 – 12 as well as Military supervisors are eligible to take this course. Priority 1 status is assigned to those Army Civilians that are in a permanent appointment to a supervisory position. Priority 2 is assigned to Army Civilians that are permanently assigned to a non-supervisory position. Priority 3 is assigned to Military supervisors of Army Civilians and Army Civilians in term or temporary appointments responsible for leading or supervising Army

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Civilians. Priority 3 attendees are not centrally funded and must be funded by their organization (U.S. Army Combined Arms Center, 2019 (09)).

The CES Advanced course is designed to prepare GS 13-15 Army Civilian leaders to assume increasing levels of responsibility and leadership within organizations. The course is designed to develop skills in graduates needed to lead in complex organizations in support of national security and defense strategies, managing organizational resources, leading change, inspiring vision and creativity, directing program management, and integrating Army systems. Like the CES Intermediate course, the CES Advanced course is delivered through a two phased blended learning approach consisting of a distant learning (DL) phase and a resident phase. Phase 1 of CES Advanced is a self-paced course delivered online which must be completed within 180 days of acceptance. The DL phase is a prerequisite for Phase 2 attendance which is the residence course. All Army Civilians in grades GS 13-15 in permanent appointments are eligible to attend this course. Army Civilians in a permanent appointment to a supervisory or managerial position are placed on a priority 1 status for attendance. Army Civilians in a permanent appointment to a non-supervisory position are placed on a priority 1 status for attendance. Priority 3 status is assigned to Military supervisors of Army Civilians and Army Civilians in term or temporary appointments responsible for leading or supervising Army Civilians. Priority 3 attendees are not centrally funded and must be funded by their organization. Army Regulation 350-1, Army Training and Leader Development, establishes the specific requirements and eligibility for attending CES courses (U.S. Army Combined Arms Center, 2019 (02))



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The Continuing Education for Senior Leaders course (CESL) is a forum which senior leaders discuss current issues and relevant challenges facing Civilian and military leaders. The program is intended to have senior leaders return to the program continuously to refresh and receive updates on current Army issues and initiatives. During the course, senior leaders will apply strategic thinking and problem solving to global Army and DOD issues. Like the Intermediate and Advanced courses, CESL is conducted through a two phased blended learning approach consisting of a DL phase and a resident phase. Completion of the Advanced course or equivalent is a prerequisite to this course with a requirement of at least one year between Advanced course completion and CESL attendance. In addition to the prerequisite course work, eligibility is also based on grade or rank. For Army Civilians, any person in a permanent appointment to a GS 14 or GS 15 position is eligible. For Active duty Military, a rank of O-5, O-6, CW4, CW5, SGM or CSM is required for eligibility (U.S. Army Combined Arms Center, 2019 (04))

In addition to these five progressive educational courses (Foundation, Basic, Intermediate, Advanced and CESL), there are five other DL courses available within the CES. There are no prerequisites to participate in any of these additional courses. However, one is listed as a requirement for all Army Civilians in a supervisory position. The Action Officer Development course (AODC) is designed to help new action officers attain the staffing and communication skills needed at many levels of an organization. Figure 11: Action Officer Development Course Subjects is a listing of the topics covered in the course (U.S. Army Combined Arms Center, 2019 (10)).

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- |                                       |                                |
|---------------------------------------|--------------------------------|
| » Action Officer Fundamentals         | » Managing Time and Priorities |
| » Staff Work                          | » Communicating Effectively    |
| » Problem Solving and Decision making | » Persuading and Negotiating   |
| » Coordinating                        | » Meetings and Interviews      |
| » Military Briefings                  | » Writing with Clarity         |
| » Professional Ethics                 |                                |

*Figure 11: Action Officer Development Course Subjects*

The Organizational Leader Development Course is designed to enable Army Civilians to become more effective leaders at the organizational level. This Course is available to any Army Civilian as a web-based self-development tool. Figure 12: Organizational Leader Development Course is a listing of the topics covered in the course (U.S. Army Combined Arms Center, 2019 (11))

- |  |  |
|--|--|
| » Communicating Effectively            | » Solving Complex and Ambiguous Problems |
| » Developing an Effective Organization | » Developing Subordinate Leaders         |
| » Applying Effective Leadership Styles | » Managing Organizational Resources»     |

*Figure 12: Organizational Leader Development Course*

The Manager Development Course is available to all Army Civilians and is designed to introduce managers with topics associated with multi-level organizational functioning. The course is recommended for all Army Civilians in a supervisory or managerial position. Figure 13: Manager Development Course Subjects is a listing of the topics covered in the course (U.S. Army Combined Arms Center, 2019 (12)).

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- |  |  |
|--|--|
| » Communicating Effectively            | » Solving Complex and Ambiguous Problems |
| » Developing an Effective Organization | » Developing Subordinate Leaders         |
| » Applying Effective Leadership Styles | » Managing Organizational Resources      |

*Figure 13: Manager Development Course Subjects*

The Supervisor Development Course is available to all Army Civilians and is designed to provide supervisors with the knowledge necessary to successfully manage work processes and lead in the Army Environment. The Supervisor Development Course is required for all Civilians and Military personnel that supervise Army Civilians and required to be completed every three years as refresher training. Figure 14: Supervisor Development Course Subjects is a listing of the topics covered in the course (U.S. Army Combined Arms Center, 2019 (13))

- |   |  |
|---|--|
| » Workforce Planning                    | » Merit System Principles and Prohibited Personnel Practices |
| » Hiring and Onboarding                 |  |
| » Training and Development              | » Position Management and Classification                     |
| » Coaching, Counseling, and Mentoring   | » Performance Management                                     |
| » Workers' Compensation                 | » Recognition, Incentives, and Awards                        |
| » Supervising a Diverse Workforce       | » Labor Relations  |
| » Reasonable Accommodations             | » Hostile Work Environments                                  |
| » Creating an Engaging Work Environment | » Managing Conflict  |
|   | » Valuing Individual Differences                             |
| » Leading Change                        |  |

*Figure 14: Supervisor Development Course Subjects*

The Supervisor Development Course - Executive Level (SDC-EX) is a required course for all General officers and members of the Senior Executive Service that have previously supervised Civilians. The course is designed to meet the requirements of 2010 National Defense

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Authorization Act (NDAA) and presents Army, Department of Defense (DoD), and Office of Personnel Management (OPM) provision for the critical areas designated in the NDAA. These areas include Merit Systems Principles/Prohibited Personnel Practices; Performance Management; Counseling, Coaching, and Mentoring; Hostile Work Environment; Valuing a Diverse Workforce; Management and Labor Relations; and Leader Development and Civilian Education System Programs. Figure 15: Supervisor Development Course - Executive Level is a listing of the topics covered in the course (U.S. Army Combined Arms Center, 2019 (14))

- » Our Army, the Army Civilian Corps, and Army Leader Development
- » Merit System Principles and Prohibited Personnel Practices
- » Performance Management
- » Training and Development
- » Counseling, Coaching, and Mentoring
- » Hostile Work Environment
- » Valuing a Diverse Workforce
- » Labor--Management Relations
- » Leader Development and the Civilian Education System

*Figure 15: Supervisor Development Course - Executive Level*

## **Research Methodology**

### **Methodology**

A qualitative research methodology was used in this research paper. A literature review was conducted that identified the leadership training and educational requirements and opportunities for three separate categories of Army professional. These requirements were compared and contrasted to develop an opinion on the adequacy of preparing Army Civilians to serve in leadership positions within the Army.

### **Data Collection**

Two data collection methods were employed to conduct the literature review for this research. The first method consisted of internet searches on the topic of Army Leadership and Organizational structure of the Army. The second method employed consisted of reviewing Army Regulations (AR), Field Manuals (FM), Army Doctrine Publications (ADP) and Department of the Army Pamphlets (DA PAM) on the topics on Army Leader development and Army Leadership.

### **Limitations of the Study**

In determining how the U.S. Army implements leadership training and education, this research only reviewed information that was readily available within Army Regulations, Publications, Field Manuals, Pamphlets and public Army Websites. The training and education requirements within Army Acquisition Career Fields were not reviewed to determine if any leadership training or education exists as part of Acquisition Career Field certification. The research did not review or compare any differences or similarities in educational or training

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opportunities that might exist between the thirty-one different Army Civilian Career Programs identified on page twelve of Army Regulation 690-950, Career Program Management. No attempt was made to determine any difference that might exist when joining the Army Civilian Corps as an entry level intern vice entering mid-career. The implication here is whether or not someone entering the Civilian Corps at a lower grade might have different opportunities and requirements than someone enter the Corps at a higher grade.

## Findings

### Civilians in the Army Structure

Title 10, U.S. Code, Subtitle B, Armed Forces: Army establishes the organizational structure of the Army. Title 10 establishes the three components; the Active Component (AC); the Reserve component which consist of the Army Reserves (USAR) and the Army National Guard (ARNG); and the Department of the Army Civilian (DAC) component (Feickert & Torreon, 2020), (U.S. Army, n.d.). Members of the AC, USAR, ARNG are referred to as military personnel and DAC are referred to as Civilian personnel (Francis & Diaz, 2019).

For military personnel there are two ways to join the Army. One can join as a full-time active duty member or as a part-time member of the USAR or ARNG. Regardless of how one joins the military personnel side of the Army, you enter as an enlisted Soldier or as an officer (U.S. Army, 2018 (01)).

Army Civilians are appointed to federal service and do not serve in the military. DACs provide direct and indirect support to the warfighters in disciplines such as engineering, supply

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management, information technology, cybersecurity, intelligence, financial management, and law. DACs also support the procurement, building, testing and maintenance of weapon systems (Francis & Diaz, 2019).

One way to view the structure of the U.S. Army is based on its missions. Title 10, U.S. Code, Subtitle B, Armed Forces: Army establishes the Army's mission as operational and institutional. The role of the institutional Army is to support the operational Army (U.S. Army, n.d.). The role of the operational Army is to conduct and support direct military operations and is known as the operational Army (Feickert & Torreon, 2020). Describing the organization of the Army in terms of missions does not provide a clear understanding of where the Department of the Army Civilian fits within the organization. However, knowing that Army Civilians do not conduct or support direct military operations, one should be able to deduce that Civilians are not part of the operational Army and therefore must be part of the institutional Army. The institutional Army provides the training, education and logistical support needed to raise, train, equip, deploy and ensure the readiness of all Army forces (Feickert & Torreon, 2020; U.S. Army, n.d.).

A second way to view the structure of the U.S. Army is based on the command structure. The command structure consists of the Army Commands (ACs), the Army Service Component Commands (ASCCs) and the Direct reporting units (DRUs). Each component of the command structure supports the operational and the institutional mission of the Army. Therefore, each component has military personnel and Civilian personnel within its organization (Feickert & Torreon, 2020; U.S. Army, n.d.).

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The Department of Defense manages the Civilian workforce based on total force management and Civilian personnel management requirements established in Title 10 of the U.S. Code. DACs are appointed to federal service and do not serve in the military. Many Civilian employees remain in the same position and at the same duty station for their entire careers providing direct and indirect support to the uniform service. By contrast, military personnel rotate to different duty locations every few years throughout their careers and possibly to different positions within their respective career fields (Francis & Diaz, 2019).

### **Army Leadership Definition, Development, Education and Roles**

Army Regulation (AR) 600-100, Army Profession and Leadership Policy, provides the following definition of leadership (p. 1).

The Army defines leadership as the process of influencing people by providing purpose, direction, and motivation to accomplish the mission and improve the organization. The Army defines a leader as anyone who by virtue of assumed role or assigned responsibility inspires and influences people to accomplish organizational goals. Army leaders motivate people both inside and outside the chain of command to pursue actions, exercise diverse thinking, and shape decisions for the greater good of the organization. (Headquarters, Department of the Army, 2017 (01), p. 1)

Army Doctrine Publication (ADP) 6-22, Army Leadership and the Profession identifies three levels of leadership: direct, organizational and strategic. “The Army Leader Development Strategy (ALDS) defines leader development as the deliberate, continuous, and progressive process, founded in Army Values, that grows Soldiers and Army Civilians into competent,



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committed, professional leaders of character” (Headquarters, Department of the Army, 2019 (02), p. 5)

The Commanding General (CG), Training and Doctrine Command (TRADOC) is the Army’s Senior Responsible Leader (SRO) for training and leader development (Headquarters, Department of the Army, 2017 (02)). As the SRO, the CG, TRADOC leads, manages and shapes leader development for the Army and provides the Chief of Staff, Army (CSA) with recommendations for decisions on leader development policies, programs, and priorities (Headquarters, Department of the Army, 2013). The SRO is also responsible for the development of the Army Leader Development Strategy (ALDS) which is a comprehensive approach to the task of developing Army leaders that will meet the security challenges of tomorrow (U.S. Army, 2013 (1)). The ALDS only provides the strategic direction for leader development, the Army Commands (ACOMs), the Army Service Component Commands (ASCCs), the Direct Reporting Units (DRUs), the United States Army Reserves (USAR), and the Army National Guard (ARNG) are responsible for the development of implementation plans and supporting guidance that define, plan and execute leader development programs (U.S. Army, 2013 (1)).

AR 350-1, Army Training and Leader Development, defines the leadership training and education requirements for the uniform service and the Civilian Corps. The Officer Education system, the Noncommissioned Officer Education, and Civilian Education System provide courses required for each group that teach and develop leadership skills corresponding to rank and grade. Selection of Soldiers to take the leadership training and education courses listed Table 1: Education Progression, is linked to promotions, future assignments and career

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management (Headquarters, Department of the Army, 2017 (02)). This means Soldiers are selected to attend and complete these courses as a requirement for promotion or as a prerequisite to starting an assignment. For Army Civilians, the requirement for leadership training and education and the selection to attend is linked to current position responsibilities and career progression (Headquarters, Department of the Army, 2017 (02)). This means a member of the Civilian Corps completes leadership education requirements after progression in grade or selection into a position.

Whether leadership and professional development are perquisites for promotion or assignment or required after selection for a position or grade, professional and leader development is a life-long process that consist of education, training, experience and self-development. There are two communities of practice within the Army Profession, the Soldier and the Army Civilian. Soldiers are members of the Profession of Arms and Civilians are members of the Army Civilian Corps. Regardless of your community of practice, rank, or official position of authority, all Army professionals are leaders (Headquarters, Department of the Army, 2017 (01)). All Army members can find themselves in a position or situation to lead and influence others. A leader has the opportunity to influence and lead when assigned the formal responsibility or assumes a formal role or by being an informal leader within a team (Headquarters, Department of the Army, 2019 (01)). The Army Leadership Requirements Model defined in Army Doctrine Publication (ADP) 6-22 establishes what an Army Leader needs to be, know, and do within the Army Profession. Attributes of the model are the internal characteristics that Army Leaders are expected to know and be and competencies of the model are actions that Army Leaders are expected to do (Headquarters, Department of the Army, 2019 (01)).

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When a person enlists into the uniform service, one must complete Basic Combat Training (BCT) before becoming a Soldier. This is also known as “boot camp” and is where a candidate learns the traditions, tactics, and methods of becoming a Soldier (U.S. Army, 2019 (02)) . After completion of BCT, an enlisted Soldier will complete Advanced Individual Training (AIT) specific to the Military Occupational Specialties (MOS) he or she has chosen. This is the educational venue where a Soldier learns the skills required to do their job (U.S. Army, 2019 (03)). Any enlisted Soldier that is interested in promotion must take part in ongoing training after completing AIT. Ongoing training consists of leadership training and other specialized schools. Soldiers interested in promotions and making the Army a career must complete progressive leadership training. Leadership courses available to enlisted Soldiers include the Basic Leader Course (BLC), the Advanced Leader Course (ALC), the Senior Leader Course (SLC), the First Sergeant Academy, and the U.S. Army Sergeants Major Academy (USASMA) (Headquarters, Department of the Army, 2017 (02); U.S. Army, 2018 (12)). Soldiers that choose to take leadership training as part of their self-development, are communicating they wish to have more responsibility and rise in rank (U.S. Army, 2018 (11)). In order to progress and move up in rank, a Soldier must complete these leadership courses. The courses teach Soldiers the skills required to lead progressively larger teams from squad size teams through platoon, company, troop and ultimately battalion size teams. As a Soldier advances, selection to attend future courses become predicated completion of the previous course and being the list for promotion to the next rank (Headquarters, Department of the Army, 2017 (02)). Figure 7: Noncommissioned Officer Career Timeline for Active Component is an illustration that graphically demonstrates the progressive nature of an NCO’s career aligning rank, education and training with years in service and grade (U.S. Army, 2013 (1), p. 15).

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Army officers are the managers and the planners of the Army (U.S. Army, 2018 (01)). These Army officers lead in the operational environment at all echelons commanding units, establish policy, and manage resources (U.S. Army, 2013 (1)). All individuals that wish to join the Army as an officer must have a baccalaureate degree or higher from an accredited college or university. The Basic Officer Leadership Course (BOLC) is a pre-commissioning course and is the first course within the Officer Education System (OES) that serves to qualify individuals to serve as officers (Headquarters, Department of the Army, 2017 (02)). The OES produces leaders that are fully competent in technical, tactical, and leadership skills, knowledge, and experience. Skills and knowledge are gained through training and education and experience is gained through assignments. High performing officers are assigned opportunities that ensure purposeful expansion of capabilities and understanding as well as to broaden their perspectives (U.S. Army, 2013 (1)). The OES is a sequence of professional military education (PME) opportunities that progressively prepares officers for successful performance as they advance in rank and responsibility (Headquarters, Department of the Army, 2017 (02)). For field grade officers, the PME sequence consist of BOLC, Captains Career Courses (CCC), the Army Command and General Staff College, and the Advanced Military Studies Program. For Warrant officers, the PME sequence consist of BOLC, Warrant Officer Advanced Course (WOAC), Warrant Officer Intermediate Level Education (WOILE) and the Army Command and General Staff College. Like the enlisted Soldier, officer selection to attend future courses become predicated on completion of the previous course and being on the list for promotion to the next rank (Headquarters, Department of the Army, 2017 (02)). Figure 5 and Figure 6 are illustrations that graphically demonstrate the progressive nature of the field grade officer and the warrant officer

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career respectively. These illustrations aligning rank, education and training with years in service and grade (U.S. Army, 2013 (1)).

The Civilian Education System (CES) is the Army's Leader Development program designed to prepare Army Civilians capable of leading during times of change and uncertainty. CES courses are the core leader development courses for most Army Civilians based on grade and equivalent pay band level as they progress through their careers. Selection and attendance of CES courses is based on grade and equivalent pay band levels (U.S. Army, 2013 (1)). The CES courses in sequence of progression are the Foundation Course, the Basic Course, the Intermediate Course, the Advanced course and the Continuing Education for Senior Leaders. Full-time permanent Civilians hired after September 30, 2006 must complete the CES Foundation Course regardless of grade. Army Interns must complete this course before completion of their intern program (U.S. Army Combined Arms Center, 2019 (05)). However, a Civilian's commander or supervisor can grant an exception to this requirement if an employee is unable to take the course due to logistical conditions, lack of access to the network, or other limitations. The Foundation course is designed to orient Army Civilians to leader development concepts with the objectives of understanding Army leadership doctrine; increase self-awareness and understanding team building, group dynamics, and effective communication (Headquarters, Department of the Army, 2017 (02)). There is no requirement for a term Civilian employee to take the CES foundational course. There is a path to be granted an exception to completing this educational requirement based on logistical conditions or lack of access to the network. No such exceptions for completion of a leadership development course could be found in AR 350-1 for members of the uniform service. Like the uniform service, a set of progressive, sequential leadership development courses are defined and required for the Civilian Corps. However, selection to

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attend these courses are based on obtaining a grade level and then prioritized based on assigned positional responsibilities. Table 2: CES Course List, provides the targeted grade level for each of the CES leadership courses. Figure 5, Figure 6, and Figure 7 show how the uniform service members education and training requirements align with years in service and rank (U.S. Army, 2013 (1)). No such illustration exists for the Civilian Corps. Instead the Army Leadership Development Strategy provides the Civilian Capabilities Framework in Figure 8 that illustrates leadership as a function of technical expertise and functional position (U.S. Army, 2013 (1)). This illustration does not provide any insight into how army leadership and leader development is accomplished for the Civilian Corps.

### **Discussions/Interpretations of results**

Completion of training and educational requirements as well as time in grade determine advancement in the uniform service. If one does not advance one does not stay in the uniform service. This is the origin of the “up or out” process for uniform service members. If a member of the uniform service wants to make serving in the Army a career, one must complete the required leadership courses along with the skills and technical training to be promotable. Once a member of the uniform service is not promotable, that member must separate from the uniform service. This required progressive leadership education to advance in rank, ensures the uniform service is preparing members of the uniform service for leadership positions at all levels. This process ensures members of the uniform service are prepared for leadership positions.

The U.S. Army uses a competitive application and selection process to appoint U.S. Army Civilian into the Civilian Corps. This is the way a person initially enters the Civilian Corps and

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how one will advance in grade. Army Civilians can remain in one grade for many years. The “up or out” process does not exist in the Civilian Corps. Based on Army regulation, there is only one leadership course required for all Army Civilians regardless of grade. Appointment into a particular grade or assignment of particular responsibilities determines obligation to complete additional leadership courses within the CES progression. The commander or supervisor is then responsible for ensuring the completion of required courses. This process of training after selection and advancement can lead to Army Civilians not being prepared for leadership positions.

Army doctrine, policy and implementation of leadership development exist for the uniform service and the Civilian Corps. The Army Leader Development Strategy defines the ends, ways and means for developing leaders in the uniform service and the Civilian Corps. The Army’s Leader Development model defined in DA PAM 350-58 is applicable to the uniform service and the Civilian Corps. The Army Leadership Requirements Model defined in ADP 6-22 is applicable to the uniform service and the Civilian Corps. Army Doctrine identifies required leadership development for the uniform service and the Civilian Corps. Doctrine identifies prerequisites for attendances as well as the selection process.

### **Recommendations**

Change the Civilian grade eligibility to attend leadership training to make the training applicable for next higher-level grade and responsibility. For example, make CES Intermediate course available to below the GS 10 grade so that the education and training happens prior to advancement in grade. In conjunction with this recommended change, also make successful

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completion of the course a prerequisite for competing and selection into the GS 10-12 grades.

Because doctrine establishes grade eligibility to attend the course, in order to make completion a prerequisite for eligibility, the doctrine will have to change. This recommendation also applies to the CES Advanced class and the Supervisor Development Course - Executive Level (SDC-EX). This will ensure education and preparation occurs at all levels from GS 10 -15 and Senior Executive Service (SES) before selection to a formal leadership position happens.

Include the completion of CES classes as a selection criterion for all supervisory positions. Put significant weight on this criterion to ensure only those that have completed the training are competitive for selection. This may also require a regulation or policy change to implement.

Remove the equivalency path instead of attending CES courses for anyone that has not served in the uniform service and completed the corresponding PME courses. There are no equivalency paths for the uniform service to complete leadership training outside of the Army. Leadership training and education outside of the Army's educational system may cover leadership theory, research and concepts; however, an outside education system is not likely to do so within the mission and culture of the Army. The education and training may introduce similar definitions for leadership and study the behaviors, characteristics and attributes of good and bad leaders. However, outside training and education is not likely to introduce the Army Leadership Requirements model, The Army's Leader Development model or discuss the Army Leader Development Strategy.



## **Conclusions**

Doctrine and policy exist on leadership development within the Army. A leadership model and leadership requirements exist that apply to uniform service members and Army Civilian equally.

The Army has implemented education and training venues to develop Civilian leaders.

Leadership education is a prerequisite to advancement within the uniform service. Leadership educational requirements are a function of grade and/or responsibility within the Civilian Corps.

Leadership training and education is not required to advance, only required after selection to higher grade or additional responsibilities through a competitive selection process and this process can result in Army Civilians not being prepared for leadership positions. When former uniform service members apply for leadership positions within the Civilian Corps, they might be better prepared for the leadership position than a Civilian that has not served in the military.

However, the U.S. Army Educational System is in place to prepare Army Civilians for leadership positions.

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## **Glossary of Acronyms and Terms**

AC	-----	Active Component
ACOMs	-----	Army Commands
ADP	-----	Army Doctrine Publications
AFC	-----	Army Futures Command
AIT	-----	Advanced Individual Training
ALC	-----	Advanced Leader Course
ALDF	-----	Army Leader Development Forum
ALDP	-----	Army Leaders Development Program
ALDS	-----	Army Leader Development Strategy
AMC	-----	Army Material Command
AMSC	-----	Army Management Staff College
AODC	-----	Action Officer Development Course
AR	-----	Army Regulations
ARNG	-----	Army National Guard
ASA	-----	Assistant Secretary of The Army
ASA (M&RA)	-----	Assistant Secretary of The Army – Manpower and Reserve Affairs
ASCCs	-----	Army Service Component Commands
BCT	-----	Basic Combat Training
BLC	-----	Basic Leaders Course
BOLC	-----	Basic Officer Leaders Course
CAC	-----	Combined Arms Center
CAL	-----	Center for Army Leadership
CAPE	-----	Center for the Army Profession and Ethic
CCC	-----	Captain Career Course
CES	-----	Civilian Education System
CESL	-----	Continuing Education for Senior Leaders
CESL	-----	Continuing Education for Senior Leaders Course

## Glossary of Acronyms and Terms

CG	-----	Commanding General
COSC	-----	General Officer Steering Committee
CSA	-----	Chief of Staff, Army
DA PAM	-----	Department of the Army Pamphlets
DAC	-----	Department of the Army Civilians
DCS	-----	Deputy Chief of Staff
DCS	-----	Deputy Chief of Staff
DL	-----	Distributed Learning
DOD	-----	Department of Defense
DODI	-----	Department of Defense Instruction
DRUs	-----	Direct Reporting Units
FM	-----	Field Manuals
FORSCOM	-----	Forces Command
FY	-----	Fiscal Year
HQDA	-----	Headquarters, Department of the Army
HRC	-----	Human Resources Command
ILE	-----	Intermediate Level Education
JPME	-----	Joint Professional Military Education
LD	-----	Leader Development
LOE	-----	Lines of Efforts
MLC	-----	Master Leader Course
MOS	-----	Military Occupation Specialty
MR&A	-----	Manpower and Reserve Affairs
MTOE	-----	Modified Table of Organization and Equipment
NCO	-----	Noncommissioned Officer
NCOES	-----	Noncommissioned Officer Education System
NDAA	-----	National Defense Authorization Act
OES	-----	Officer Education System
OPM	-----	Office of Personnel Management
OPMS	-----	Officer Personnel Management System



## Glossary of Acronyms and Terms

PEG-----	Program Evaluation Groups
PME -----	Professional Military Education
PPBE -----	Planning, Programming, Budgeting and Execution
SDC-EX -----	Supervisor Development Course - Executive Level
SLC-----	Senior Leader Course
SRO -----	Senior Responsible Official
SSC -----	Senior Service College
SSD-----	Structured Self Development
TAA -----	Total Army Analysis
TDA -----	Table of Distribution and Allowances
TRADOC-----	Training and Doctrine Command
U.S. -----	United States
USAR -----	United States Army Reserve
USASMA-----	U.S. Army Sergeants Major Academy
WO -----	Warrant Officer
WOAC -----	Warrant Officer Advanced Course
WOCS-----	Warrant Officer Candidate School
WOILE-----	Warrant Officer Intermediate Level Education